2006–2007

Saskatchewan

Provincial Budget

Performance Plan

Saskatchewan Corrections and Public Safety

2007-00020

Minister's Message

I am pleased to introduce the 2006-07 performance plan for the Department of Corrections and Public Safety. Since the creation of the Department in 2002, accountability has been a key priority. This performance plan reflects our work with stakeholders, staff, clients and citizens in meeting our commitment to keep Saskatchewan people and communities safe.

I am committed to completing the specific key actions that are identified in this performance plan and reporting to the people of Saskatchewan on our progress and outcomes again in July 2007.

The Department continues to be the provincial lead in co-ordinating emergency management, public safety and security. Last year, we experienced unprecedented severe weather and related flood, wind and storm damage claims all across Saskatchewan in over 90 municipalities, from Cumberland House to Saskatoon to the Lloydminster area, affecting many communities in between as well as in the north and southern regions. We are proud of the effective, co-operative efforts of many communities and partners in responding to these emergencies. The Department will continue to provide emergency preparedness planning, training, disaster assistance and other support to local authorities. The Sask911 emergency call-taking service has effectively been extended province-wide. We are working with the remaining remote northern communities that are not able to participate in developing local response capability and technology.

We are also building on the successful model of the Regina Auto Theft Strategy that has reduced auto thefts by nearly 50 per cent in five years. Similar community-based targeted crime reduction strategies are now in place in Saskatoon, North Battleford and Prince Albert to address the particular needs identified in these communities.

Our corrections approach balances necessary supervision and controls with effective interventions that help successfully reintegrate both adults and youth in conflict with the law safely back into our communities. We will continue to support and participate in the annual fallen police and peace officers memorial ceremony to honour Saskatchewan officers who have died on duty.

We will continue to operate openly and transparently as we dedicate our efforts to enhance public safety and protection in Saskatchewan.

Kevin Yates
Minister of Corrections and Public Safety

Who We Are

The Department of Corrections and Public Safety is a large department, employing about 2,000 staff throughout the Province. We serve thousands of clients annually through a wide array of programs and services.

Our mandate is to promote safe communities by delivering effective programs for individuals in conflict with the law, through emergency planning and communication, through monitoring of building standards, the delivery of fire prevention and disaster assistance programs and through licensing and inspection services.

The Department is organized to reflect the key areas described below.

ADULT CORRECTIONS

Adult Corrections delivers a wide range of programs providing for varying levels of offender care, control and supervision. These programs are delivered through two operational systems: the Community Operations Branch and the Institutional Operations Branch. Corrections programs are administered by six regional offices of Community Corrections, four major correctional centres, and seven reduced-custody facilities (Battleford and Buffalo Narrows Community Correctional Centres, Besnard Lake Camp and Saskatoon Urban Camp, and, community training residences in Regina, Saskatoon and Prince Albert). In addition, the Department contracts with the Elizabeth Fry Society (Saskatoon women's community training residence) and the Prince Albert Grand Council (Healing Lodge) for reduced-custody services. Northern services, both community and institutional, are administered through the North West Community Operations office in North Battleford and sub-offices in Meadow Lake, Buffalo Narrows and La Loche, and the North East Community Operations office located in Prince Albert and a sub-office in Melfort.

In 2004-05, the Department provided supervision to an average of 1,204 offenders in custody programs and to 6,016 offenders in community correctional programs.

YOUNG OFFENDER PROGRAMS

Community youth programs and services are administered and delivered through three regional offices and 13 sub-offices across the Province. In addition, custody programming is provided by a mixture of secure custody, open custody and a network of community homes. Alternative measures for youth are delivered primarily by community-based organizations, many of which are First Nations and Métis organizations.

In 2004-05, the Department provided supervision to an average of 234 youth in custody programs and 1,963 young people in the community.

LICENSING AND INSPECTIONS

This branch preserves public safety through regulatory and enforcement programs that are operated on a fee-for-service basis. Programs focus on the commercial, institutional and industrial sectors of the Province, but the safety benefits help to protect all Saskatchewan residents. The branch administers elevator and amusement ride safety programs, boiler and pressure vessel safety programs and licensing programs for contractors and individuals that perform gas and electrical installations. There are offices located in Regina, Saskatoon and Swift Current.

PROTECTION AND EMERGENCY SERVICES

The Protection and Emergency Services Branch provides services and programs to improve public safety and emergency response and preparedness across the province.

BUILDING AND FIRE SAFETY

The Building and Fire Safety Unit oversees provincial standards for building construction and fire safety for new and existing buildings. The unit monitors and updates legislation and regulations; assists owners, designers, and builders in complying with requirements; issues building official licences; and, provides administrative and technical support for the Saskatchewan Building and Accessibility Standards Appeal Board.

Saskatchewan adopts the National Building Code (NBC) as the basis for provincial building and accessibility standards. These standards address fire safety, health safety, structural adequacy, and barrier-free accessibility requirements for all types of buildings. The standards apply to construction of new buildings and renovation, addition, moving, demolition, and occupancy of existing buildings.

Building owners are required to ensure that building construction complies with the standards. Local authorities are responsible for administration and enforcement of the standards. Local authorities include northern, rural and urban municipalities, regional park authorities, and the minister responsible for provincial parks. To deliver administrative and enforcement services, local authorities set building by-laws and issue building permits, as well as appoint building officials.

The Office of the Fire Commissioner, as the lead agency for fire prevention, provides the fire services of Saskatchewan with leadership, certification, technical advice and fire safety services. Municipal authorities provide the direct delivery of fire protection services within their jurisdiction, supported by public education and prevention, investigation, technical consulting, administration and enforcement, and testing and certification of fire fighters programs offered by the Office of the Fire Commissioner.

PUBLIC SAFETY AND SASK911

Public Safety and Sask911 is a work unit that was established to focus primarily on municipal emergency and protective services. The unit is responsible for Sask911 operations and governance, as well as public education programs, protective services training in emergency management and fire service, life safety and fire prevention programs. It has also assumed responsibility in the interim for co-ordinating the initial phase of a provincial emergency telecommunications strategy.

This unit focuses on the development of a co-operative approach to the delivery of municipal emergency management and protective and emergency services, through effective programs and training of municipal officials. These initiatives help the province to better prepare for and respond to natural and human-caused disasters, including providing advice and support to municipalities as needed.

SASKEMO AND PROVINCIAL DISASTER ASSISTANCE PROGRAM

Saskatchewan Emergency Management Organization (SaskEMO) is the provincial government's lead agency for emergency management. SaskEMO co-ordinates overall provincial emergency planning and response operations for the safety of residents, protection of property and the environment, before, during, and after an emergency or disaster. The role of this unit is to strengthen emergency management across the provincial government, including maintaining the Provincial Emergency Operations Centre, and to link with other jurisdictions for support. The unit also includes the Provincial Disaster Assistance Program (PDAP), which provides financial assistance to eligible claimants located in a municipality that has been designated eligible for assistance as a result of a substantial loss or damage to uninsurable, essential property caused by a natural disaster, such as flooding, tornadoes, plow winds, and severe weather.

MANAGEMENT SERVICES

The Management Services Branch delivers strategic financial services to the Department and manages key capital and other projects.

STRATEGIC POLICY

The Strategic Policy Branch delivers a number of central services to the Department and manages the process for bringing decision items to Cabinet on behalf of the Department. The Branch co-ordinates the development and maintenance of the strategic plan, prepares annual reports, represents the Department in many interdepartmental strategies, manages the federal/provincial/territorial agenda and manages the strategic direction of the Department in conjunction with Management Services.

SHARED SERVICES

This includes the Communications and Public Education Branch, the Administrative Services Branch, the Systems Services Branch, and the Human Resources Branch. These branches provide support to both the Departments of Corrections and Public Safety and Justice.

OUR 2006-07 KEY PARTNERS

The Department is responsible for the delivery of adult and youth correctional services, licensing and inspections and the co-ordination and community support for emergency planning and preparedness. In addition, the Department works in partnership with other departments, governments and community-based organizations, for the delivery of services. The key partners in the delivery of services include community-based organizations, Tribal Councils/First Nations, municipal and local authorities. These partners deliver key correctional services such as youth alternative measures and reintegration programs, two custody programs in youth and adult corrections, primary dispatch and delivery of emergency services, and delivery of some local inspection services, including fire and building inspections. The partnerships are funded on a contractual basis based on specific program expectations and volumes of case activity, and the results are reported to the Department semi-annually. A number of performance measures refer to the programs delivered by third-party organizations.

Key partners include:

- Community-based agencies that deliver youth alternative measures: John Howard Society in Regina, Moose Jaw and Saskatoon; Tribal Councils in Regina, Yorkton, Saskatoon, North Battleford and Prince Albert; Friendship Centres in Ile-à-la-Crosse, Prince Albert, La Ronge, Fort Qu'Appelle, Touchwood; various community-based organizations in La Loche, North Battleford, Regina, Meadow Lake, Saskatoon and Prince Albert.
- Various adult correctional programs are delivered by Prince Albert Grand Council and probation services are delivered by File Hills Qu'Appelle Tribal Council.
- Custody programs include an open custody facility operated by the Salvation Army, a community training residence for women operated by the Elizabeth Fry Society, and a Healing Lodge operated by the Prince Albert Grand Council.
- Municipal and local authorities and First Nations provide primary dispatch and delivery of emergency services, and deliver some local inspection services, including fire and building inspections.

Plan at a Glance

The performance plan for 2006-07 builds on the plan that was released in previous years, with modifications. The changes to the plan are described in detail in a later section. The goals and objectives for the Department are multi-year and address the areas of partnerships to promote and maintain safe communities, effective rehabilitative program interventions, and safe, healthy and respectful department work environments. While the key actions in this plan relate only to the 2006-07 fiscal year, the plan is multi-year in nature and will continue to evolve over the coming years.

The Department will report on the actual results of the 2006-07 Performance Plan in the 2006-07 Annual Report in July 2007.

The Department had a wide range of internal consultations for the development of the 2006-07 Performance Plan. The consultations included a series of separate meetings with the senior and other management officials from each of the branches. In addition, a planning day was set aside to review the outcomes of those consultations as they pertain to the development of the budget. Higher level discussions on the strategic plan were held with the various forums throughout the Department.

The performance plan reflects some consultation with external stakeholders, but there were limited consultations with these stakeholders on the plan as a whole.

There were consultations held with various stakeholders on branch-specific issues that are part of the plan. For example, stakeholder consultations were held regarding new regulations under *The Boiler and Pressure Vessel Act*. Changes in this area will result in a greater role for industry in quality assurance and inspections. The Sask911 Advisory Committee continues to be consulted regarding the direction of the Sask911 initiative. There are numerous ongoing technical consultations with stakeholders in other areas such as elevating devices, amusement rides and gas and electrical licensing agents.

In the area of adult corrections and young offender services, consultations have been ongoing through the provincial union-management process. In addition, the Aboriginal partners are consulted on an ongoing basis regarding program development and direction. These partners include the Federation of Saskatchewan Indian Nations, community-based service delivery agencies which include Tribal Councils, and the Traditional Elders Ministerial Advisory Committee.

Below is a summary of our plan for 2006-07 and beyond. The goals and objectives articulate the outcomes the Department is pursuing, which support advancement towards our vision. The performance measures are one of the key tools we will use to gauge our progress towards meeting our objectives.

OUR VALUES

ACCOUNTABILITY

- We believe:
  - ~ in being held accountable for the provision of quality, cost-effective and innovative services; and
  - ~ that managers are accountable to lead, and employees are accountable for their work as directed by the strategic plan.

COLLABORATION OF PARTNERSHIPS

- We believe in building respectful partnerships that recognize the collective responsibilities of all partners.

CULTURAL SENSITIVITY

- We believe in recognition of the unique circumstances and culture of our client group; we believe that culturally sensitive programs (developed and delivered in partnership with Aboriginal people) have better outcomes.

EQUITY

- We believe in a work environment that promotes equal opportunity for all people irrespective of race, ethnicity, gender, sexual orientation or disability.

EMPLOYEE CAPABILITY AND WELLNESS

- We believe in valuing our employees by investing in their capability, promoting their professional growth and giving priority to the balance between their personal and professional lives.

RESPECT

- We believe in the inherent worth and contribution of all relationships between department staff, clients and stakeholders.

OUR PRINCIPLES

FAIRNESS

- Client and employee rights and freedoms are protected and ensured.

BALANCE

- Policies, programs, strategies and processes balance the needs of all stakeholders, including the public, industry, government and clients.

RULE OF LAW

- All citizens and government are subject to the law and must operate according to its terms.

LEAST RESTRICTIVE MEASURES

- Any measure applied to a client is done in a manner that is no more restrictive than what is required by law at any given time.

OUR VISION

Working together for safe Saskatchewan communities.

GOAL 1

Government and its partners work together to promote and maintain safe communities

OBJECTIVE 1 – *Government, in partnership with Aboriginal and other community-based organizations, promotes, plans and delivers effective and accountable adult and youth corrections services*

Performances Measures

- Average daily count in the Elizabeth Fry Community Training Residence (Adults)
- Percentage of residents at the Elizabeth Fry Community Training Residence that successfully complete the program
- Percentage of participants in the Journey to a Better Lifestyle program that successfully complete the program
- Number of youth cases reaching agreement under Extrajudicial Sanctions programs
- Percentage of youth cases successfully completing Extrajudicial Sanctions programs

OBJECTIVE 2 – *Government works effectively with its partners to ensure municipal capacity in matters related to buildings, fire safety and emergencies*

Performance Measures

- Number of participants in emergency management training under the Provincial Training Program
- Number of municipalities participating in emergency management and protective services training under the provincial training program
- Number of fire services certificates issued in Saskatchewan during the fiscal year
- Number of building officials licences issued in Saskatchewan during the fiscal year
- Number of building by-laws approved in Saskatchewan during the fiscal year

OBJECTIVE 3 – *The Department plays a leadership role in strengthening emergency management across government*

Performance Measures

- Under development

OBJECTIVE 4 – *Safety standards are maintained through a legislative framework that balances government, public and stakeholder interests*

Performance Measures

- Number of reported elevator and amusement ride incidents
- Number of reported incidents for boilers and pressure vessels
- Number of companies with licensed Quality Management Systems
- Percentage of licensed equipment inspected through Quality Management Systems
- Percentage of licensed boilers that operate under enhanced safety control systems
- Average inspection frequency of pressure equipment

GOAL 2

Re-offending behaviour is reduced due to rehabilitative interventions with offenders

OBJECTIVE 1 – *Rehabilitative interventions to reduce re-offending behaviour are derived from current research, are evidence-based and demonstrably effective*

Performance Measures

- Percentage of offenders who have completed their sentence at a correctional facility and were re-admitted to any adult correctional program within 24 months of completion
- Percentage of offenders who have completed probation and were re-admitted to any adult correctional program within 24 months of completion
- Percentage of offenders who have completed a conditional sentence and were re-admitted to any adult correctional program within 24 months of completion
- Number of participants in the Help Eliminate Auto Theft (HEAT) program
- Percentage of HEAT participants who re-offend (auto theft)

OBJECTIVE 2 – *Rehabilitative interventions respect and address the cultural and spiritual needs of Aboriginal clients*

Performance Measures

- Percentage of Corrections and Public Safety employees that self-identify as being of First Nations or Métis ancestry
- Average daily count at the Prince Albert Grand Council (PAGC) Spiritual Healing Lodge
- Percentage of Healing Lodge participants who successfully complete the program

OBJECTIVE 3 – *A continuum of programs and services are delivered with partners to address the appropriate needs of clients*

Performance Measures

- Percentage of offenders who were granted early release under the Extended Authorized Absence Program (EAAP) and were re-admitted to any adult correctional program within 24 months of completion
- Percentage of offenders who completed their sentence in a Community Training Residence (CTR) and were re-admitted to any adult correctional program within 24 months of completion
- Percentage of case plans in adult institutions that are in compliance with case management standards
- Percentage of case plans in community correctional programs that are in compliance with case management standards
- Average daily count of adult offenders on bail supervision

GOAL 3

Safe, healthy and respectful departmental work environments that support learning, diversity, excellence and accountability

OBJECTIVE 1 – *Organizational capacity is strengthened through enhanced employee competence and accountability by ensuring the necessary learning and other supports and strategies are in place*

Performance Measures

- Number of training days per employee per year
- Average training dollars per employee per year

OBJECTIVE 2 – *Occupational health and safety is addressed at all work sites*

Performance Measures

- Per cent of workplace inspections completed by local Occupational Health and Safety Committee representatives
- Percentage of workplaces that meet Occupational Health and Safety training requirements by having at least one person trained in Occupational Health Committee (OHC) Levels I and II

OBJECTIVE 3 – *Employee and client rights are respected and they are ensured access to due process*

Performance Measures

- Number of substantiated complaints in Adult Corrections to the Office of the Ombudsman

OBJECTIVE 4 – *Employee understanding and acceptance of wellness is promoted*

Performance Measures

- Under development

2006-07 Financial Overview

Provincial investment in Corrections and Public Safety to promote safe communities in 2006-07 is $146.613 million. The following table shows the 2006-07 breakdown of departmental spending by function:

2006-07 ESTIMATES	*(in thousands of dollars)*
Adult Corrections	$ 68,660
Young Offender Programs	42,925
Public Safety	5,795
Central Management and Services	14,570
Regina Provincial Correctional Centre Capital	14,663
Total Appropriation	$ 146,613
Capital Acquisitions	(17,225)
Amortization	224
Total Expense	$ 129,612
REVENUES	$ 10,433
Full-time Equivalent (FTE) Staff Complement	1,694.7

Includes $14.663 million for the second year of funding for the replacement of the 1913 section of the Regina Provincial Correctional Centre.

The increase in Central Management and Services is mainly attributed to small capital projects.

Adult Corrections funding includes community operations, community training residences, custody facilities and program support.

Young Offender Programs include regional operations, alternative measures, custody facilities and programs, and program support.

Public Safety includes emergency planning and preparedness, the Office of the Fire Commissioner, building standards, Sask911, as well as the licensing and inspections activities for boilers, pressure vessels, elevators and amusement rides.

It is estimated that approximately $6.7 million will be provided to community-based organizations for delivery of programs and services.

Trends and Issues

The Department operates in a continually changing environment that is subject to many external factors. Some of the major factors impacting the Department include an increase in the number of natural disasters combined with greater public expectation of government assistance at such times; changing demographics; greater public expectations with respect to protection against crime in a province that continues to have the highest crime rate per capita in Canada; a high proportion of at-risk youth, families and communities; and, economic pressures in the provincial, national and international spheres. This is in the new context of Saskatchewan as a "have" province with an expected decrease in transfer payments from the federal government.

SAFE COMMUNITIES

Saskatchewan communities face a number of challenges in the area of public safety. Striking weather patterns and global warming resulting in unprecedented natural disasters, recent world events, high crime rates, marked changes in the economy, pronounced changes in demographics and in the social structure of the Province especially in the past five years, increased demands on correctional programs and increased technology have all contributed to public concerns about issues of safety. The terrorist events have increased the awareness of Canadians and led many to reassess the risks to security and safety. The Province has shared responsibility with both federal and municipal governments in many of the areas related to public safety and security. While Saskatchewan, in general, is at relatively low risk as a target for terrorist activities, we have experienced an increase in natural disasters that have challenged the abilities of municipalities, the provincial government and the federal government to respond (e.g., flooding in 2000, wildfires in 2002, flooding and tornadoes in 2005). The natural disasters such as the tsunami in December 2004 and Hurricane Katrina in the fall of 2005 have underscored the need for emergency preparedness and the appropriate response by governments. A key question has become what level of response is appropriate at the local, regional, provincial and national levels. A regional model of service delivery is being explored in areas of public safety where communities have the responsibility to improve emergency management and fire protection, including preparing emergency plans, enforcing building codes, and electrical and fire inspections. There are also important changes in technology, the marketplace and global economy. Another challenge is the development of an effective regulatory framework, reflecting current best practices, technology and safety requirements in a way that balances risks and responsibilities more equitably between government and industry.

CORRECTIONS

Adult and youth corrections are also experiencing change. Since 1995-96, the main increase in adult correctional programs has been in community corrections, which has increased significantly with the introduction of conditional sentences (custody sentences to be served in the community). Additionally, in the past decade the number of remanded offenders has more than doubled while the number of sentenced offenders has decreased. While custody counts have remained relatively stable over time, the ratio of remanded offenders has had a large impact on cost, security issues and programming ability. This has led to the creation of a bail enhancement pilot project to attempt to relieve the pressures brought on by the increases in remand numbers.

Historically, Saskatchewan has seen a very high number of Aboriginal offenders incarcerated in the correctional system. Recent figures (2001) indicate that 75 to 80 per cent of offenders admitted to custody in Saskatchewan are of Aboriginal descent (data from Corrections Management Information System). Many Aboriginal people in Saskatchewan live under social conditions that are shown by research to contribute to criminal behaviour. Although there is no single cause of crime, risk factors work together over time to influence the likelihood of negative outcomes. Major risk factors that are present in the Aboriginal communities and which may increase the likelihood of crime are: poverty, abuse, violence, lack of educational achievement, unemployment and substance abuse. These conditions are further exacerbated by an increased migration of Aboriginal peoples from the reserves to the urban centres where the access to services is complicated by issues of jurisdiction between the federal, provincial, First Nations and Métis governments. Saskatchewan has a high percentage of at-risk youth, families and communities; and many Aboriginal youth, in particular, experience the conditions that contribute to misconduct and crime. The Aboriginal population is expected to double between 1998 and 2016. Consequently, effective programs for Aboriginal people are paramount or the trend of over-representation in the correctional system will continue. The establishment of the Traditional Elders Ministerial Advisory Committee and the program delivered by the Prince Albert Healing Lodge are examples of the delivery of community-based services through many partnerships that may help to change this trend.

Correctional services in all jurisdictions across Canada have been the subject of public concern about the release of high-risk, violent offenders. A combination of incarceration, risk and needs assessment, and the delivery of appropriate programs to these offenders will most likely have the desired outcomes that communities expect of the correctional system. The correctional system must focus its resources on high-risk and high-need individuals and define a basic level of service for low-risk/low-need offenders. In addition, the justice system must play an active role in identifying communities-at-risk throughout the Province. There needs to be recognition of the special needs of certain offenders requiring specific and dedicated responses. Examples of this are: screening for Fetal Alcohol Spectrum Disorder (FASD), specific sex offender programs, as well as youth, women and violent offender programs.

A comprehensive three-year review of the adult custody facility system was completed by the Provincial Ombudsman in 2002, resulting in 147 recommendations, all of which were reviewed and assessed by the Department; and most of these have been implemented. The high crime rate has increased public expectations of accountability within the justice system as have a number of high profile cases, inquiries and investigations. The final report of the Commission on First Nations and Métis Peoples and Justice Reform was released in 2004. The Government's response to the Commission's Report was released in May, 2005. The Department will continue its work with other departments and stakeholders to address the Commission's recommendations and further the Government's response. Replacing the 1913 portion of the Regina Provincial Correctional Centre facility is a major initiative that will respond to key recommendations of the Ombudsman and Commission.

YOUNG OFFENDERS

The public has been particularly concerned about youth crime. The present response relies heavily on the youth justice system to deal with adolescent misconduct. Saskatchewan has the highest rate of all reported crimes in the country (2004 Crime Stats, Canadian Centre for Justice Statistics) including youth crime. Saskatchewan also has one of the highest rates of the youth population appearing in youth court and the highest rates of youth in custody per youth population. Community and professional services are challenged to address youth needs at the individual, family and community level, especially in the North.

The federal *Youth Criminal Justice Act* came into effect on April 1, 2003. Since that time, there has been a decrease in the number of youth in custody as well as on supervised probation. Although it appears that there are more youth being diverted from the justice system, youth crime has not decreased. The challenge is to provide supervision and effective programs in the community to youth in conjunction with community-based partners, particularly with First Nations and other representatives of the Aboriginal community.

LICENSING AND INSPECTIONS

In regards to licensing and inspection, legislation has been drafted to increase the private sector's capacity to self-inspect.

Changes from 2005-06 Performance Plan

The Performance Plan for Corrections and Public Safety for 2006-07 has been changed from the published 2005-06 plan. The plan underwent a major review with staff throughout 2005-06 in order to ensure it reflects the business and policy direction that the Department is pursuing. As a result, the goals and objectives have been re-written and/or replaced. The goals have been reduced from four to three and re-written to better reflect the strategic priorities for the Department as well as to eliminate overlap.

Goal One was re-written to better reflect the partnership approach between government and communities in making communities safe. It incorporates the third goal from the previous performance plans – that of government and communities being prepared for emergencies, and maintaining building and fire standards. It also has a new objective that reflects the Department's responsibility for co-ordinating emergency management across government. Goal Two was re-written to emphasize the rehabilitative approach that is the basis of correctional programming. Similarly, Goal Three has been re-written to better describe the characteristics of a safe, healthy and respectful work environment.

As part of the review of its Performance Plan, Corrections and Public Safety also developed new and/or revised principles and values. These are important statements about our vision, which provide the context for our strategic direction for 2006-07 and beyond.

On an annual basis, the Department reviews its performance measures, assesses any weaknesses and gaps, and revises the measures or develops new measures to improve its measurement set. As a result of this review process and the development of new/revised goals and objectives, the Department's 2006-07 plan includes the following new measures:

- Number of fire services certificates issued in Saskatchewan during the fiscal year
- Number of building officials licences issued in Saskatchewan during the fiscal year
- Number of building by-laws approved in Saskatchewan in the fiscal year
- Number of companies with licensed Quality Management Systems
- Percentage of licensed equipment inspected through Quality Management Systems
- Percentage of licensed boilers that operate under enhanced safety control systems
- Average inspection frequency of pressure equipment
- Average daily count of adult offenders on bail supervision
- Number of training days per employee
- Average training dollars per employee per year

These measures replace the following deleted measures:

- Number of participants in the Journey to a Better Lifestyle program (Adults)
- Percentage of the Saskatchewan population that lives in a community that has entered into a mutual aid agreement
- Percentage of the Saskatchewan population that lives in a community that has landline telephones with 911 service
- Percentage of the Saskatchewan population that lives in a community that has entered into a fire protection agreement
- Number of students certified in accordance with National Fire Protection Association (NFPA) Fire Investigation Standard professional qualification standards
- Number of Saskatchewan participants who are trained and certified in accordance with the NFPA Fire Investigation Standards
- Percentage of offenders participating in the CHOICES program whose level of risk has been assessed as medium or high
- Percentage of offenders participating in the Offenders Substance Abuse Pre-release program whose level of risk has been assessed as medium or high
- Percentage of offenders participating in the Cognitive Skills program whose level of risk has been assessed as medium or high

The Department has also made minor wording changes to the measures "number of youths completing alternative measures programs" and "per cent of youth successfully completing alternative measures programs." These measures now refer to the number of youth cases in and successfully completing "extrajudicial sanctions programs," which is how these programs are described in the *Youth Criminal Justice Act*. The changes to the measures more accurately reflect the nature of extrajudicial sanctions programming, as well as the fact that the data collected tracks the number of cases (one victim, one offender).

The measure "the number of participants in the Elizabeth Fry Community Training Residence" has been changed to "the average daily count in the Elizabeth Fry Community Training Residence." The average daily count is considered to be a better indicator, and is also consistent with other performance measures in the Plan.

Goals, Objectives, Actions and Measures

This section provides the detailed 2006-07 Performance Plan for Corrections and Public Safety that supports advancement of our vision of working together for safer Saskatchewan communities. Under each goal a number of objectives have been established that support progress toward our broader goal statements. For each objective, a set of key actions that will be initiated or completed in 2006-07 has been identified. They represent the means for achieving progress on the objectives. In order to assess whether the key actions adequately support the objective, a set of performance measures has also been established for each objective. These measures are intended to gauge overall progress toward meeting the objective rather than assessing the key actions themselves.

Within the context of the financial plan, a significant cost driver in both Adult Corrections and Young Offender Programs continues to be custody counts within the various security classifications of offenders from high to low security, combined with the number of 'incompatible' inmates who cannot safely be housed together because of serious violence or gang-related activities. In response to these challenges, the violence reduction programming developed in 2005-06 will continue.

In both the Adult Corrections and Young Offender branches, other cost factors when applied to a 24/7 operation include overtime, sick leave, mandatory training, security incidents and occupational health and safety issues, as well as aging correctional facilities. The focus of the violence reduction strategy within Adult Corrections and Young Offender programs will include a provincial custody gang strategy, specialized programming and mental health interventions for the highest-risk and violent offenders, and continued development of supportive employment initiatives for offenders. The correctional branches will work with the Department of Health and other partners to provide addiction services within custody facilities as an initiative under Project Hope. Approximately $15 million is available for year two of the replacement of the 1913 portion of the Regina Provincial Correctional Centre. Community operations providing probation programs through various sentencing options and pre-trial activities will supervise over 5,900 clients. Targeted crime reduction initiatives will be expanded and introduced into new communities. The Young Offender Programs budget includes custody bed space capacity for 314 residents and supervision of over 1,900 youth in the community. Manageable budgets are in place for corrections to achieve our performance plan.

Within public safety, the cost drivers include the number of licence inspections and an unprecedented number of claims under the Provincial Disaster Assistance Program in 2005-06. Within Licensing and Inspections, the inspection regime has shifted to a greater risk management approach. The Protection and Emergency Services Branch will continue to support communities in their emergency management strategies and fire safety efforts by providing

them with planning, training and workshops, and will also support them to the extent possible during emergencies. The branch will also support emergency management in the provincial government, and enable more joint provincial and federal government public safety and security development to better serve the citizens of Saskatchewan.

GOAL 1

Government and its partners work together to promote and maintain safe communities

OBJECTIVE 1 – *Government, in partnership with Aboriginal and other community-based organizations, promotes, plans and delivers effective and accountable adult and youth corrections services*

People are less likely to commit crime if they feel valued in their community and know what is expected of them. It is important that victims are supported by their communities so that they will not fall into a cycle of despair and self-destructive behaviours. When offenders become reintegrated into their communities, it is also important that they receive support from the community to continue making positive changes in their lives to help prevent future offending. This objective reflects a partnership between government and community to deliver effective services, thus making communities safer.

Most of the root causes of crime lie outside the scope of the criminal justice system; these causes can only be addressed through partnerships and integrated work. There are justice system factors that can be directly addressed by the Department in co-operation with Aboriginal communities, governments and organizations.

This objective reflects the Department's desire to deliver effective, efficient and accountable programming.

Key Actions for 2006-07

- Supervise an average of 1,225 adult offenders per day in custody and over 6,200 per day in the community.
- Supervise an average of 210 young offenders per day in custody and 2,150 per day in the community.
- Co-lead with Saskatchewan Justice the implementation mechanism resulting from the Commission on First Nations and Métis Peoples and Justice Reform.
- Continue to work with the Traditional Elders Ministerial Advisory Committee to incorporate Elders' perspectives into corrections policy and practice.
- In partnership with Justice and community stakeholders, develop a strategy for prevention, suppression, and management of gang activity.
- Work with justice stakeholders to make the justice system more responsive and effective.
- Continue to participate in the provincial strategy on FASD/Cognitive Disabilities with Health, Learning and Community Resources.

- Work with justice stakeholders and federal/provincial/territorial forums on strategies to review the use of remand.
- Participate in the established targeted crime reduction strategies in Regina, Saskatoon, Prince Albert and North Battleford, and in the new initiatives being established in La Ronge and Meadow Lake.
- In partnership with Justice, implement video links between court and correctional facilities.
- Work with the Federation of Saskatchewan Indian Nations (FSIN) to institute cultural programs that support reintegration of First Nations offenders from custody to community.
- Develop or expand the range of residential services and supports for young offenders in the community.
- Improve the capacity of community-based organizations to provide effective and accountable programming.
- Improve services to offenders in the community to address factors that contribute to criminal behaviour.

What are we measuring?

Average daily count in the Elizabeth Fry Community Training Residence (Adults)

Where are we starting from?

2004-05: 9 average daily count
2003-04: 9 average daily count
2002-03: 8 average daily count
2001-02 (baseline): 10 average daily count
[Source: Corrections and Public Safety, Corrections Management Information System]

Community Training Residences (CTR) provide offenders with a period of transition to the community from custody by allowing them the opportunity to put into place those elements of their case plans that increase the likelihood of a successful reintegration. The Elizabeth Fry CTR is operated by a community-based organization and provides services for a maximum of 12 female offenders. This measure gauges the performance of the Department on the use of the only community-operated CTR for female offenders.

Factors that influence this measure include the ability of the CTR to manage offenders, and the number of offenders that have case plans that include the elements necessary to reside in a CTR. The Department has a high level of influence on this measure.

What are we measuring?	Where are we starting from?
Percentage of residents at the Elizabeth Fry Community Training Residence that successfully complete the program	2004-05: 66% 2003-04: 54% 2002-03: 46% 2001-02 (baseline): 64% *[Source: Corrections and Public Safety, Corrections Management Information System]*

Successful completion of the program means that residents in the program do not leave without authorization or re-offend, nor are they returned to the Pine Grove Correctional Centre. This is one measure of the effectiveness of the service delivered by a CTR managed by a community-based organization.

The Department has a moderate level of influence over this measure. There is a degree of influence over the referral to the CTR and the development of the case plan, but the facility is responsible for management of the program.

What are we measuring?	Where are we starting from?
Percentage of participants in the Journey to a Better Lifestyle program that successfully complete the program	2004-05: 92% 2003-04: 90% 2002-03: 80% 2001-02 (baseline): 100% *[Source: Corrections and Public Safety, Adult Corrections Program data]* *Percentage is calculated based on the number of successful completions as a proportion of the total number of participants in the program.*

This program serves a range of 100-135 offenders annually. Successful completion of the program indicates that participants have taken steps to deal with issues that have contributed to their criminal behaviour. The number of offenders that complete the program is one indication that criminogenic needs have been addressed and that offending behaviour will be reduced.

Factors that influence the measure include the ability of the Prince Albert Grand Council (PAGC) to facilitate the program and the number of offenders willing or able to participate in the program. Reasons for unsuccessful completion are not always known but could include such factors as changes in facilitators, or more offenders being released or transferred.

Because of these factors, the Department has a relatively low level of influence on the measure. Nevertheless, the measure provides some indication of the effectiveness of partnerships in delivering effective correctional programming. The consistently high successful completion rates since 2001 suggest that criminogenic needs are being addressed through the programming.

What are we measuring?

Number of youth cases reaching agreement under Extrajudicial Sanctions (EJS) programs

Where are we starting from?

2004-05: 2,534
2003-04: 2,655
2002-03: 2,599
2001-02: 2,354

[Source: Corrections and Public Safety, Extrajudicial Sanctions database]

Extrajudicial sanctions are programs in which offenders accused of a criminal offence take responsibility for their behaviour by participating in a community-based program, either at the pre-charge or post-charge stage. These programs attempt to balance the needs of victims, the accused, and their communities while ensuring that society is protected. In Saskatchewan, extrajudicial sanctions are specific government-authorized programs designed to operate as an alternative to the traditional court-based system for dealing with crime. Not all referrals to such programming reach agreement. For example, there has to be a willingness on the part of the offender to participate. The number of cases reaching agreement provides an indication of capacity of community-based organizations to plan and deliver correctional services and of the partnership among the various agencies involved.

Factors that influence the measure include the capacity of the community-based organization to hire and retain sufficiently trained staff. Other factors include the willingness of the police and Crown to refer youth to these programs. The Department has a moderate influence on this measure.

What are we measuring?

Percentage of youth cases successfully completing Extrajudicial Sanctions programs

Where are we starting from?

2004-05: 92%
2003-04: 89%
2002-03: 93%
2001-02: 92%

[Source: Corrections and Public Safety, Extrajudicial Sanctions database]

While the number of cases measures volume, the percentage of those cases successfully completing the program measures the effectiveness of the programs delivered by community-based organizations. Youth that successfully complete the programs will not acquire a criminal record. A high rate of successful completions will result in a reduction in the number of cases going through the court system and victim and community satisfaction in the justice system.

Factors that influence the measure include the ability of the community-based organization to attain meaningful agreements between the victim and offender, the willingness of the offender to participate in the process, and the meaningful participation of community representatives in the process. The Department has a low level of influence on this measure.

The consistently high rate of successful completions demonstrated over the past several years would indicate that once offenders are fully engaged in the process, they commit to it and experience a high rate of success.

OBJECTIVE 2 – *Government works effectively with its partners to ensure municipal capacity in matters related to buildings, fire safety and emergencies*

The Department delivers a number of programs and services that contribute to a safe living environment. This is accomplished by working with municipalities, fire services, those involved in building and fire code safety, emergency services providers, and individuals and industries involved in the manufacture, installation and operation of building-related heavy equipment. Education, training and public awareness are critical to improving community safety.

Prior to recent world and regional events, the province was already facing the challenge of being able to respond to national emergency planning and security initiatives. With increased emphasis being placed by the federal government on national security, including essential infrastructure, these challenges have increased. Internal and external pressures will require the Department to develop policies and stretch limited resources as far as possible to respond to sector demands for inspection and licensing services, support municipal emergency preparedness and provincial emergency management, and respond to certain federal initiatives, all of which provide a safe living, working and recreational environment. Progress on these areas will depend on the priorities established and the resources available to deliver these services.

Local authorities have the primary responsibility for providing a safe environment for their residents in the areas of fire suppression, building code enforcement and emergency planning. However, due to finite resources, exacerbated by rural depopulation resulting in higher proportions of senior citizens in rural areas, most municipalities cannot independently provide the complete complement of activities and services needed. Provincial, regional and local partnerships can provide opportunities to create support structures that share expertise, prevention initiatives, emergency services and regulatory services which will increase the level of safety within each community. Within this partnership model, municipal capacity to deliver programs is enhanced. This objective is directly related to the Government's theme of Strong and Vibrant Communities.

Key Actions for 2006-07

- Assess the current level of public safety in communities across Saskatchewan.
- Develop options to support communities to address their public safety issues.
- Continue discussions on a strategy for providing fire safety education awareness programs provincially and locally.
- Link certification and licensing programs with long term training strategy for communities in the areas of building and fire safety.

What are we measuring?	Where are we starting from?
Number of participants in emergency management training under the Provincial Training Program	2002-03 (baseline): 200

The Saskatchewan Emergency Management Organization provides a series of training courses to municipal and provincial staff in various aspects of emergency management. Courses include Basic Emergency Management, Emergency Operation Centre Management, Exercise Design, and others designed to meet specific needs of stakeholders.

There is an increasing recognition that sharing resources in such areas as education, emergency planning and training may assist communities in addressing their protective services needs. Government can play a supportive role in assisting municipalities to work together in these areas. The number of municipal and provincial staff who are trained in various aspects of emergency management is one way of measuring municipal capacity with regard to emergency preparedness. The Department's level of influence on the measure is moderate. Nevertheless, it may need to reduce this level of training in the short term in order to provide support for communities in emergency management or to assist them through an emergency.

What are we measuring?	Where are we starting from?
Number of municipalities participating in emergency management and protective services training under the Provincial Training Program	2002-03 (baseline): 80

This program, first introduced in 2002, is delivered by the Saskatchewan Emergency Management Organization to provide municipalities with hands-on assistance in the development of local emergency plans. The Department provides support to local officials and community emergency co-ordinators with the design and development of an effective emergency planning model. It is the municipalities' responsibility to have a functional emergency plan in place at all times.

The number of municipalities participating in these workshops is one way of measuring emergency preparedness across the Province. The Department has a moderate level of influence on this measure. Again, it may need to reduce some of this in the short term.

What are we measuring?	Where are we starting from?
Number of fire services certificates issued in Saskatchewan during the fiscal year	2003-04 (baseline): 337

The Department recognizes the importance of having qualified personnel deliver building and fire safety services across the province. As a result, the Department offers and promotes the certification and licensing of both fire service personnel and building officials. The rigorous testing and evaluation of these candidates by the Building and Fire Safety Unit leads ultimately to the validation and credentialing of personnel in accordance with recognized professional development standards. This certification results in a high quality of services being carried out, thereby ensuring that proper building and fire safety codes, standards and regulations are being met.

There are 6,000 fire fighters in the province, most of them volunteers. We expect that demands for training will increase. Ultimately, we would hope to see all members of the fire service obtain certification as it is becoming an industry standard. Currently, there is no legislated requirement to do this; therefore the Department has moderate influence on this measure.

What are we measuring?	Where are we starting from?
Number of building official licences issued in Saskatchewan during the fiscal year	2003-04 (baseline): 68

While local authorities have the primary responsibility for providing a safe environment for their residents with regard to building code enforcement, the Department has a role to play in the development of appropriate standards and codes and in supporting municipalities to enforce those codes through such measures as training.

The number of licences issued for building officials provides one indication of how government and its municipal partners are working together to ensure public safety with respect to building standards. The Department has a moderate degree of influence over this measure. To date, there are 154 licensed building officials in Saskatchewan. Of that number, 116 are licensed as Class 1, 18 as Class 2 and 20 as Class 3.

What are we measuring?	Where are we starting from?
Number of building by-laws approved in Saskatchewan in the fiscal year	2003-04 (baseline): 28

The Department also recognizes the importance of having municipalities adopt a building by-law requiring that *The Uniform Building Accessibility Standards Act* and its regulations be adhered to. By assisting municipalities in developing sound building by-laws, the Department plays a supportive role in strengthening building safety across the province.

The number of building by-laws approved in a year provides one indication of the extent to which municipalities are addressing public safety by adhering to acceptable building standards.

OBJECTIVE 3 – *The Department plays a leadership role in strengthening emergency management across government*

While individual departments may have lead responsibility for specific emergencies, the Department is responsible for co-ordinating overall emergency preparedness across government. CPS has the responsibility for leadership in ensuring that government as a whole is prepared for emergencies. This includes ensuring that each department has a viable emergency plan, that emergency preparedness is co-ordinated across government departments, and that departments have the necessary information and training needed in order to be prepared and to be able to respond.

Key Actions for 2006-07

- Support the preparedness of government departments for emergencies through planning, training and workshops.
- Development of training materials as core curriculum for provincial emergency management training program, including undertaking a needs assessment across government.
- Development and implementation of a strategy for the continuous review and updating of provincial and departmental, Crown and Agency emergency plans.
- In 2006-07, SaskEMO will continue the work begun on establishing an effective committee and organizational framework incorporating Minister, Deputy Minister and other key department officials.
- Development of baseline data and performance measures to track the amount of training and the number of emergency plans across government.

What are we measuring?	Where are we starting from?
Under development	Under development

OBJECTIVE 4 *– Safety standards are maintained through a legislative framework that balances government, public and stakeholder interests*

The Department delivers a number of programs and services that contribute to a safe living environment. This is accomplished by working with municipalities, fire services, those involved in building and fire code safety, emergency services providers, and individuals and industries involved in the manufacture, installation and operation of building-related heavy equipment.

Many of the Acts and regulations in the public safety sector do not reflect current regulatory best practices, technology or safety requirements. The challenge is to more equitably redistribute responsibilities and liabilities for risk mitigation activities, between government and those responsible for creating risk. This is being done through a combination of legislative changes, a strengthened partnership with industry and government taking the role of audit and support where appropriate. As a result of these changes, industry will assume a greater responsibility for such areas as inspections and operational safeguards regarding boilers and pressure vessels.

Key Actions for 2006-07

- Contribute to and participate in national and international standards development respecting, boilers, pressure vessels, elevators, and amusement rides.
- Implement provisions of *The Boiler and Pressure Vessel Act, 1999* and bring into force new regulations.
- Amend *The Electrical Contractor's Guarantee Bond Regulations, 1988* to increase value of bond required.
- Amend *The Gas Licensing Regulations* to increase value of bond required.
- Amend *The Amusement Ride Safety Regulations* to update the adopted Code edition and incorporate further exemptions.
- Administer gas and electrical licensing programs.
- Administer and deliver boiler, pressure vessel, elevator, and amusement ride inspection and related safety programs.
- Assess the impact of adopting new National Model Objective Based Building and Fire Codes.

What are we measuring?	Where are we starting from?
Number of reported elevator and amusement ride incidents	2004-05: 1 2003-04: 3 2002-03 (baseline): 4 *[Source: Corrections and Public Safety, Licensing and Inspections monthly statistics]*

Elevating devices are in widespread operation throughout the Province. Passenger elevators, freight elevators, escalators, and ski lifts provide significant convenience to the public-at-large. Amusement ride devices are in widespread operation throughout the Province at fairs and exhibitions during the summer months. Amusement ride safety initiatives establish and enforce technical safety standards to minimize the potential hazards associated with the transportation and movement of people by complex electrical and mechanical equipment. The measure of incidents in these areas will inform the Department on the safety standards in the areas of government inspection. In this case, "incidents" refer to serious or potentially serious incidents due to operator error, undetectable deterioration of equipment and unpredictable influences.

The factors that influence the potential for incidents related to elevators to occur fall within two distinct areas: the first is mechanical failure of the components of an elevator and the effectiveness of installed safety devices in response to a malfunction; and, the second factor is human intervention on the part of the passenger. The Department's influence is primarily associated with the first factor through its Licensing and Inspection Programs. Inspections undertaken are focussed on the installed safety devices to ensure functionality in the event that there is a mechanical or electrical malfunction. A major factor contributing to serious injury is when a passenger who is stuck in an elevator, after the safety devices have engaged in response to a problem, forces the doors and attempts to exit the elevator. The Department has limited influence in this area beyond public education, such as through posted signage and inspections undertaken.

What are we measuring?	Where are we starting from?
Number of reported incidents for boilers and pressure vessels	2004-05: 1 2003-04: 1 2002-03 (baseline): 6 *[Source: Corrections and Public Safety, Licensing and Inspections monthly statistics]*

Licensing and Inspections provides public protection through the establishment and enforcement of technical safety standards related to the manufacture, installation, and operation of complex pressure equipment in widespread use in all commercial, industrial and institutional sectors within the Province. The measure of serious incidents informs the Department on the safety of

communities as it pertains to government inspected boilers and pressure vessels. In this case, "incidents" refer to serious or potentially serious incidents due to operator error, undetectable deterioration of equipment and unpredictable influences.

The factors that influence the potential for incidents to occur are related to the design and manufacture, installation practices, and operation and maintenance of the pressure equipment. The Department's design registration, licensing of manufacturers, installers and operators of pressure equipment and related inspection programs has a direct influence on mitigating the risks associated with these areas. Periodic inspection of in-service pressure vessels provides a monitoring process on how effective an owner is in maintaining the pressure equipment and installed safety devices.

While obviously the overall goal is to have no incidents occur, the very low occurrence of incidents is a good outcome and one that suggests that safety enforcement is being appropriately applied.

What are we measuring?	**Where are we starting from?**
Number of companies with licensed Quality Management Systems	2005-06 (baseline): 0

Under new regulations to *The Boiler and Pressure Vessel Act*, significant changes were made to the way that licensing and inspection of boilers and pressure vessel equipment are undertaken. Previously, government's role was that of regulator and provider of all services necessary to mitigate risk. Under the regulatory reforms, government will retain overall responsibility for regulating and setting standards governing the design, construction, installation, inspection and operation of pressure equipment. At the same time, there is the potential for industry to take on an increased role in certain areas through government-industry partnerships. We have no baseline at this time as this is a new measure. This is a significant change from the past way of doing business.

A Quality Management System is a licensed program that provides a pressure equipment owner with the opportunity to establish a documented inspection program and employ qualified inspection personnel in order to perform recognized periodic inspections upon the equipment they own. These inspections are necessary in order to maintain a licence to operate. Since Quality Management Systems will only come into force when the new legislation is implemented, the baseline will be 0. The measure will show the impact of the regulatory reform on the shift from government inspections to industry inspections, which is a key component of the legislation.

What are we measuring?	Where are we starting from?
Percentage of licensed equipment inspected through Quality Management Systems	2005-06 (baseline): 0

A Quality Management System is a licensed program that provides a pressure equipment owner with the opportunity to establish a documented inspection program and employ qualified inspection personnel in order to perform recognized periodic inspections upon the equipment they own. These inspections are necessary in order to maintain a licence to operate. This measure will assess the proportion of owner-inspections, thus documenting the shift from government to private inspections.

What are we measuring?	Where are we starting from?
Percentage of licensed boilers that operate under enhanced safety control systems	2005-06 (baseline): 0

Under the new regulations, as an alternative to constant boiler operator attendance, owners who choose to install enhanced safety controls and apply additional operational safeguards upon their boilers are able to take advantage of reduced operator attendance requirements.

The proportion of licensed boilers operating under these enhanced safety control systems is one indication of the partnership approach between industry and government in implementing effective safety standards.

What are we measuring?	Where are we starting from?
Average inspection frequency of pressure equipment	2005-06 (baseline): 0

One indicator of the effectiveness of an inspection program is the re-inspection frequency of pressure equipment. Baseline inspection frequencies are established through previous inspection results (assessment of in-service condition) and other risk assessment factors. The introduction of additional preventative maintenance techniques taken from evolving industry standards provides for a more comprehensive assessment of the equipment, increased inspection frequencies and greater periods of time between shutdowns required by maintenance. Consequently, the average inspection frequency of pressure equipment is expected to increase.

GOAL 2

Re-offending behaviour is reduced due to rehabilitative interventions with offenders

OBJECTIVE 1 *– Rehabilitative interventions to reduce re-offending behaviour are derived from current research, are evidence-based and demonstrably effective*

There is a growing understanding that the incarceration of offenders, by itself, is not the answer to reduce re-offending behaviour. A combination of supervision, risk and needs assessment, and the delivery of appropriate programs at the right time to high-risk and violent offenders will more likely result in reduced offending behaviour. Correctional interventions based on current research and evidence-based approaches are the most likely to result in successful outcomes for offenders. Continued evaluation of rehabilitative interventions and modification as appropriate will help ensure these outcomes. While the term 'rehabilitative' is used, many of the offenders in the youth and adult correctional systems have always been on the margins of society and have never fully participated in a functional way. The term 'habilitative' is more appropriate in these cases. The primary goal of these interventions is to link the offenders with services in the community that will help them to cope in their situation without having to resort to criminal behaviour.

The Department has begun the process of assessing all its programs against established program standards with the goal of reducing the re-offending behaviour of participants in these programs and using the least restrictive measures required as per legislation.

Key Actions for 2006-07

- Continue to implement the Violence Reduction Initiative by: continued training on Core Correctional Practices; continued program audits using Corrections Program Audit Inventory (CPAI); improved education, employment and activity opportunities for offenders; and implementation of a risk assessment tool for domestic assault offenders.
- Develop and implement a provincial gang suppression strategy in co-operation with Justice.
- Design and implement evidence-based research on risk assessment and Community Safety Planning.
- Review custody practices regarding nutrition and exercise.
- Provide facility youth workers with training developed through the provincial FASD strategy.
- In partnership with Learning, implement programs that facilitate the transition of youth from custody to schools in the community.

What are we measuring?

Percentage of offenders who have completed their sentence at a correctional facility and were re-admitted to any adult correctional program within 24 months of completion

Where are we starting from?

2004-05: 45%*
2003-04: 36%
2002-03: 28%
2001-02 (baseline): 34%

[Source: Corrections and Public Safety, Corrections Management Information System]

* *Release concluded between April 1, 2002 and March 31, 2003, where the offender was re-admitted on or before March 31, 2005. Data for previous years was calculated for a 12-month period whereas the 2004-05 calculations are based on a 24-month period.*

Research shows that correctional programs that target the criminogenic needs of offenders, and that are delivered in a manner that matches the learning style of the offenders can reduce subsequent re-offending behaviour. The measure of offenders that have completed custody and were re-admitted to any correctional program is one measure of program effectiveness.

There are many factors that influence the lives of offenders as it pertains to subsequent offending behaviour. The Department may or may not have involvement with the offender past the expiration date of his/her custody sentence, so it has limited influence over the measure. A low percentage figure is desirable for this measure.

It should be noted that there was an error in reporting on this measure in previous years. The figure that was reported previously only included re-admission to a correctional facility, whereas it should have included re-admission to any correctional program as the measure states. Thus the increase in the re-admission rate in 2004-05 over the previous year reflects the error in reporting more so than a true increase in re-admission rates. The Department will be looking to recalculate the figures for the previous years in order to appropriately revise the figures.

What are we measuring?

Percentage of offenders who have completed probation and were re-admitted to any adult correctional program within 24 months of completion

Where are we starting from?

2004-05: 32%*
2003-04: 18%
2002-03: 12%
2001-02 (baseline): 18%

[Source: Corrections and Public Safety, Corrections Management Information System]

* *Release concluded between April 1, 2002 and March 31, 2003, where the offender was re-admitted on or before March 31, 2005. Data for previous years was calculated for a 12-month period whereas the 2004-05 calculations are based on a 24-month period.*

Research shows that correctional programs that target the criminogenic needs of offenders, and that are delivered in a manner that matches the learning style of the offenders, can reduce subsequent re-offending behaviour. The measure of offenders that have completed probation and were re-admitted to any correctional program (custody or community) is one measure of program effectiveness.

There are many factors that influence the lives of offenders as it pertains to subsequent offending behaviour. The Department may or may not have involvement with the offender past the expiration date of his/her custody sentence, so it has little influence over the measure. A low percentage figure is desirable for this measure.

As with the previous measure, there was an error in reporting on this measure in previous years. The figure that was reported only included re-admission to a correctional facility, whereas it should have included re-admission to any correctional program as the measure stated. Thus the increase in the re-admission rate in 2004-05 over the previous year reflects the error in reporting more so than a true increase in re-admission rates. The Department will be looking to recalculate the figures for the previous years in order to appropriately revise the figures.

What are we measuring?

Percentage of offenders who have completed a conditional sentence and were re-admitted to any adult correctional program within 24 months of completion

Where are we starting from?

2004-05: 40%*
2003-04: 23%
2002-03: 24%
2001-02 (baseline): 18%

[Source: Corrections and Public Safety, Corrections Management Information System]

* *Release concluded between April 1, 2002 and March 31, 2003, where the offender was re-admitted on or before March 31, 2005. Data for previous years was calculated for a 12-month period whereas the 2004-05 calculations are based on a 24-month period.*

Research shows that correctional programs that targeted at the specific areas that lead to offending behaviour, and that are delivered in a manner that matches the learning style of the offenders, can reduce subsequent re-offending behaviour. The measure of offenders that have completed a conditional sentence and were re-admitted to any correctional program (custody or community) is one measure of program effectiveness.

There are many factors that influence the lives of offenders as it pertains to subsequent offending behaviour. The Department may or may not have involvement with the offender past the expiration date of his/her sentence, so it has little influence over the measure. A low percentage figure is desirable for this measure.

As noted above, there was an error in reporting on this measure in previous years. The figure that was reported only included re-admission to a correctional facility, whereas it should have included re-admission to any correctional program. Thus the increase in the re-admission rate in 2004-05 over the previous year reflects the error in reporting more so than a true increase in re-admission rates. The Department will be looking to recalculate the figures for the previous years in order to appropriately revise the figures.

What are we measuring?	**Where are we starting from?**
Number of participants in the Help Eliminate Auto Theft (HEAT) program	2004-05: 72 2003-04 (baseline): 67 *[Source: Regina Police Statistics]*

The HEAT program began in Regina, in 2002, in response to the increasing problem of auto theft by young offenders. The HEAT program is for first time offenders and incorporates a targeted approach that includes enhanced partnerships, tighter supervision, better co-ordination and more effective rehabilitation. All referrals to the HEAT program go through a preliminary risk and needs assessment screening process. Those that are screened as medium or high are accepted into the program, while those that have a preliminary screening of low risk are referred to other Extra Judicial Sanctions. The measure shows the number of youth referred whose initial level of risk is assessed as medium or high.

The number of offenders participating in the program is a measure of the referrals to effective programs that reflect current research and best practice. The Department has a moderate influence over this figure.

What are we measuring?	**Where are we starting from?**
Percentage of HEAT participants who re-offend (auto theft)	2004-05: 14%* * *Figure represents the two-year period 2002-03 to 2004-05.*

The proportion of HEAT participants who re-offend in the area of auto theft during the time of their involvement in the program is one measure of the effectiveness of the approach. However, there are many factors that influence the lives of offenders in relation to subsequent offending behaviour. The Department has a low level of influence over these factors, and thus a low level of influence over the measure.

A low percentage figure is desirable for this measure since that indicates a low level of reoccurrence of auto theft behaviour.

OBJECTIVE 2 *– Rehabilitative interventions respect and address the cultural and spiritual needs of Aboriginal clients*

While recognizing the circumstances of Aboriginal people in Saskatchewan, the justice system, and other human service systems, must treat Aboriginal people fairly, and work to address issues that now result in high levels of offending behaviour, victimization and incarceration of Aboriginal people. The keys to this include: supporting Aboriginal communities, organizations and governments in developing and delivering services within and outside the justice system, while recognizing that they do not always have the means and resources to be the effective partners they want to be; integrating the values, cultural practices and beliefs that meet the needs of Aboriginal people; and, employing more Aboriginal people in the justice system.

These issues and approaches were highlighted in the recommendations of the Commission on First Nations and Métis Peoples and Justice Reform.

Key Actions for 2006-07

- Provide appropriate cultural programs, including ongoing Elder participation in community and custody programs.
- Maintain a range of Aboriginal-operated reintegration, custody and community services.
- Develop a training module on Aboriginal cultural awareness for the department.

What are we measuring?	**Where are we starting from?**
Percentage of Corrections and Public Safety employees that self-identify as being of First Nations or Métis ancestry	2004-05: 15.1% 2002-03 (baseline): 15% *[Source: Public Service Commission statistics]*

One way of helping ensure that correctional programs respect the cultural and spiritual needs of Aboriginal clients is to have correctional staff who are of First Nations or Métis ancestry. This measure reflects data based on self-identification, so may be an under-representation of the proportion of staff of First Nations or Métis ancestry.

The Department has a moderate level of influence over the measurement results through its role in promoting the hiring of First Nations and Métis staff.

What are we measuring?

Average daily count at the Prince Albert Grand Council (PAGC) Spiritual Healing Lodge

Where are we starting from?

2003-04 (baseline): 17

[Source: Corrections and Public Safety, Management Report]

Since 1997, Saskatchewan Corrections has contracted with the PAGC for the operation of a Spiritual Healing Lodge that houses up to 20 provincially sentenced male offenders as well as five federally sentenced male offenders. The focus of the healing lodge is to provide the residents with a solid grounding in First Nations culture, values and customs and to address their mind, body, spiritual and emotional needs. Program objectives include the development of a plan for each resident to address problems that bring him into conflict with the law, and the development of an aftercare or release plan with his home community.

The Spiritual Healing Lodge is an example of a program that addresses the cultural and spiritual needs of Aboriginal offenders. While the majority of participants are Aboriginal, the program is not restricted to Aboriginal offenders.

The Department has a moderate level of influence through its role in referring offenders to the program and in promoting the program as an option for offenders.

This measure is a new measure introduced in the 2005-06 Performance Plan.

What are we measuring?

Percentage of Healing Lodge participants who successfully complete the program

Where are we starting from?

2003-04 (baseline): 88%

[Source: Corrections and Public Safety, Corrections Management Information System]

While the average daily count provides a measure of volume, the percentage of successful completions measures the effectiveness of cultural and spiritual programming. Successful completion is defined as the offender not being returned to a correctional facility during the program, or not absconding.

The Department has a moderate level of influence through its role in referring appropriate offenders to this program. This is a new measure introduced in 2005-06.

OBJECTIVE 3 *– A continuum of programs and services are delivered with partners to address the appropriate needs of clients*

The need to provide appropriate programs in a timely manner to address the range of needs of offenders as a means of minimizing the risk they pose and addressing their criminogenic needs is an ongoing challenge. Within the justice sector, effective early intervention services, such as diversion and alternative measures, can prevent offenders' further involvement in the criminal justice system. Effective links to community resources, including reintegration programs, which address the needs of offenders and manage risk to the community are more effective in achieving long-term behavioural changes. In most cases, correctional services rely on the availability of community treatment resources for such issues as addictions and mental health, and play a supportive role with links to education and employment resources in the community. The lack of attachment to appropriate community resources can result in further offending behaviour.

Key Actions for 2006-07

- Work with Community Resources and Advanced Education and Employment to develop an employment model for offenders.
- Participate in the implementation of the Provincial Drug Strategy (Project Hope).
- Participate in the Intersectoral Advisory Committee on Children's Mental Health Services.
- Provide leadership in the Northern Youth Action Plan.
- Conduct an analysis of the mental health needs of difficult to manage youth in custody and develop a plan to improve services to these youth.
- Work with Learning to ensure the Drug Education curriculum is delivered to youth in custody education programs.

What are we measuring?

Percentage of offenders who were granted early release under the Extended Authorized Absence Program (EAAP) and were re-admitted to any adult correctional program within 24 months of completion

Where are we starting from?

2004-05: 43%*
2003-04: 27%
2002-03: 27%
2001-02 (baseline): 22%

[Source: Corrections and Public Safety, Corrections Management Information System]

* *Release concluded between April 1, 2002 and March 31, 2003, where the offender was re-admitted on or before March 31, 2005. Data for previous years was calculated for a 12-month period whereas the 2004-05 calculations are based on a 24-month period.*

Under the provisions of *The Correctional Services Act*, offenders can be granted release from custody prior to their custody release date. A typical reason for early release would be to attend a treatment program in the community. This measure, then, is a gauge of the offenders' reintegration into the community after a custody sentence, and helps the Department to determine the appropriate use of reintegration programs.

There are a number of factors that influence the lives of offenders, such as residence, education/employment opportunities, relationships with significant people and treatment. While the Department has supervision requirements for the duration of the EAAP, there may not be supervision requirements past the time of custody termination. The Department has a low level of influence on this measure. A low percentage figure is desirable for this measure.

What are we measuring?

Percentage of offenders who completed their sentence in a Community Training Residence (CTR) and were re-admitted to any adult correctional program within 24 months of completion

Where are we starting from?

2004-05: 38%*
2003-04: 33%
2002-03: 27%
2001-02 (baseline): 22%

[Source: Corrections and Public Safety, Corrections Management Information System]

* *Release concluded between April 1, 2002 and March 31, 2003, where the offender was re-admitted on or before March 31, 2005. Data for previous years was calculated for a 12-month period whereas the 2004-05 calculations are based on a 24-month period.*

Some offenders can be transferred to a CTR prior to the expiration of their period of custody. Typically, this would happen so that the offender could work in the community as part of a pre-release plan from custody. This measure is a measure of the offenders' reintegration into the community after a custody sentence, and helps the Department to determine the appropriate use of reintegration programs.

There are a number of factors that influence the lives of offenders, such as residence, education/employment opportunities, relationships with significant people and treatment. In some cases, the Department has involvement with offenders after their discharge from a CTR, but in many cases, there is no post-custody supervision required from the courts. The Department has a low level of influence over this measure. A low percentage figure is desirable for this measure.

What are we measuring?	Where are we starting from?
Percentage of case plans in adult institutions that are in compliance with case management standards	2003-04:51% 2002-03: 69% 2001-02: 53% *[Source: Corrections and Public Safety, Corrections Management Information System]*

The Integrated Case Management final phase was implemented in June 2002. This policy defines the standard of the completion for case plans in facilities within 28 days of the offender's admission. The Department will do a file audit of all custody files to measure compliance with standards. This will be a good accountability measure for custody programs.

The factors that influence this measure include custody population sizes and staffing issues, such as the maintenance of staff in each position. The Department has a high level of influence on this measure.

What are we measuring?	Where are we starting from?
Percentage of case plans in community correctional programs that are in compliance with case management standards	2003-04: 53% 2002-03: 52% 2001-02: 76% *[Source: Corrections and Public Safety, Corrections Management Information System]*

The final phase of the Integrated Case Management plan was implemented in June 2002. This policy defines the standard for the completion of the case plan in community corrections to be within 42 days from the beginning of the sentence. The Department will do a file audit of a sample of community program files to measure compliance with standards. This will be a good accountability measure for community correctional programs.

The factors that influence this measure include caseload sizes and staffing issues, such as the maintenance of staff in each position. The Department has a high level of influence on this measure.

What are we measuring?	Where are we starting from?
Average daily count of adult offenders on bail supervision	2004-05: 525 2003-04: 507 2002-03 (baseline): 425 *[Source: Corrections and Public Safety, Corrections Management Information System]*

Canadian Criminal Law is such that in most cases, accused persons have limited restrictions placed on their freedom during the adjudication of their cases. Courts remand accused individuals to custody, pending trial or sentencing following a trial, in three situations: when there is doubt that the individual will return for subsequent court appearances; because the risk to re-offend is high; or to ensure public confidence in the justice system. Remand is an intensive, high cost, and highly restrictive measure. Many individuals can be safety supervised in the community while also meeting the objectives of remand. The Judicial Interim Release program, commonly known as Bail Supervision, provides a safe and cost-effective community alternative to remanding an accused person in custody. Bail Supervision promotes community safety and reduces unnecessary disruption to individuals regarding: connections to family, community services and supports, and employment/education/training.

In order to assist the Court, Corrections staff prepare reports regarding the individual's suitability for Bail Supervision. Where the Court issues a Judicial Interim Release Order, there are usually conditions that are numerous and restrictive and require a high level of involvement with Corrections staff. This high level of involvement provides for quick responses to any alleged violations of the order while at the same time allowing a range of individuals to safely remain in their community.

This measure counts the annual number of individuals under Bail Supervision. The measure indicates the capacity of Corrections to provide an alternative to remand.

GOAL 3

Safe, healthy and respectful departmental work environments that support learning, diversity, excellence and accountability

OBJECTIVE 1 – *Organizational capacity is strengthened through enhanced employee competence and accountability by ensuring the necessary learning and other supports and strategies are in place*

Employees' skills and abilities are enhanced through staff training plans, equity programs and recruitment. These initiatives are fundamental to maintaining an effective working environment and to building the capacity of the organization for the future. Managers are accountable for leadership and providing support; employees are accountable for acquiring and maintaining the necessary skills.

There is a growing demand from the public for government to be more open to public scrutiny, to be fiscally responsible and to be more accountable to issues of privacy.

Key Actions for 2006-07

- Prepare the Justice Enterprise Information Network (JEIN) system for implementation.
- Develop a four-year strategic budget plan.
- Allocate budget/FTEs to accurately reflect expenditures.
- Have case management policy manuals printed and posted on the Intranet.
- Implement the degree qualifications policy.
- Research, develop and submit an incentive plan to support recruitment and retention of staff in hard to recruit locations.
- Implement the Succession Management Program.
- Address sector-specific diversity issues.
- Increase the number of Aboriginal supervisors in community and custody programs to be 14% of the supervisory staff.
- Maintain provincial training and competency standards in the areas of risk assessment, Community Safety Planning and Core Correctional Practice.
- Ensure adequate training.

What are we measuring?	**Where are we starting from?**
Number of training days per employee per year	2004-05 (baseline): 4.33 *[Source: Government of Saskatchewan Internet Personnel System (IPS)]*

Ensuring employees have access to training (both formal and informal) and providing supports for employees to participate in training are key elements of enhancing employee and organizational competence. Tracking the number of training days per employee is another way of measuring progress toward that objective.

The average number of training days per employee is a partial indicator of the organization's and employees' commitment to training, thus contributing to employee competency. Again, it is helpful to compare ourselves to other, comparable standards. This information is not available for the provincial government as a whole, but the Conference Board of Canada suggests a standard of 3.70 days per employee per year.

The Department has influence over the amount and type of training offered, but not necessarily influence over the number of employees who choose to participate.

What are we measuring?	Where are we starting from?
Average training dollars per employee per year	2004-05 (baseline): $131

Average training dollars per employee per year is another partial indicator of the commitment to training and enhancing employee competence.

It is generally accepted that 80 per cent of an organization's training occurs informally, during the day-to-day job performance. It is also accepted that 20 per cent of training is done formally. However, some organizations such as Corrections and Public Safety use in-house trainers as opposed to more expensive outside trainers. The dollar value should be read as an efficiency in this context, if read in conjunction with the training days.

***OBJECTIVE 2** – Occupational health and safety is addressed at all work sites*

Staff and client safety and security are important issues in all work environments. This is of particular importance to the Department in that many staff work in correctional facilities, and other staff are involved in safety inspections and in responding to emergencies. To achieve safety and security requires that careful management of risk and appropriate levels of protection are in place. Structures such as the provincial Occupational Health and Safety (OH&S) committee and local committees ensure that these issues are addressed.

Key Actions for 2006-07

- Review and develop a shift work orientation and education program.
- Evaluate the Infectious Disease Policy and training.
- Research, test and procure protective equipment for staff dealing with physical interventions with aggressive/violent offenders.
- Review, update, and develop emergency management plans as required.
- Establish a workplan and follow-up on employee response to the Workforce Survey.
- Ensure staff access to all wellness information and provide leadership through participation in wellness events.
- Develop plans to address individual and workgroup safety needs.

What are we measuring?

Percentage of workplace inspections completed by local Occupational Health and Safety Committee or representatives

Where are we starting from?

April-October 2004 (baseline): 37%

Accidents and illnesses can be prevented. An inspection is a purposeful examination that identifies and helps correct threats to the health and safety of workers. With regular workplace inspections, problems are identified long before anyone gets hurt.

What are we measuring?

Percentage of workplaces that meet Occupational Health and Safety training requirements by having at least one person trained in OHC Levels I and II

Where are we starting from?

April-October 2004 (baseline): 50%

Occupational Health Committee (OHC) training Level 1 reviews *The Occupational Health and Safety Act, 1993,* and *The Occupational Health and Safety Regulations, 1996* to help explain the responsibilities of occupational health committees. It discusses how a committee can become more effective. This includes hazard identification and controls, recommendations to use in dealing with concerns and when investigating refusals to work under Section 23 of the Act.

Occupational Health Committee training Level 2 helps occupational health committee members and employers to plan effective workplace inspections and accident investigation programs. It emphasizes planning to identify and control hazards.

OBJECTIVE 3 *– Employee and client rights are respected and they are ensured access to due process*

Employee rights are covered by the various collective agreements and guidelines from the Public Service Commission.

It is necessary to strike an appropriate balance between security, supervision and treatment, and the rights of the clients. Achieving this balance involves working closely with the offices of the Ombudsman, Children's Advocate and other client representatives.

Key Actions for 2006-07

- Support the Saskatchewan Government Employees Union and CPS staff in the creation of a community Union Management Committee.
- Maintain ongoing dialogue with the Children's Advocate.
- Improve the grievance resolution process.

What are we measuring?	Where are we starting from?
Number of substantiated complaints in Adult Corrections to the Office of the Ombudsman	2004-05: 8 2003-04: 10 2002-03 (baseline): 7 *[Source: Corrections and Public Safety, Adult Corrections Program data]*

The Ombudsman is an Officer of the Legislative Assembly of Saskatchewan with the authority to investigate complaints received from members of the public who believe the government administration has dealt with them unfairly. Most of the complaints to the Ombudsman from Corrections and Public Safety come through adult corrections. The Ombudsman investigates every complaint made by a client, and either dismisses the complaint, determines that the government acted in the appropriate manner, or determines that there has been some contravention of policy and recommends corrective action. The number of substantiated complaints refers to the number of complaints where an investigation by the Ombudsman resulted in a recommendation for corrective action. This measure gauges both the clients' satisfaction with the services being provided, and the Department's ability to provide access to these services for clients. Adult corrections works with about 26,000 offenders annually. The Ombudsman initiates an average of 140 investigations each year.

There are a number of factors that influence the measure, and these include the provision of basic services in a custodial setting, fair treatment in a restrictive environment and access to the rights of offenders. The Department has a moderate level of influence over the measure as it pertains to the treatment of individual clients, but a low level of influence as it pertains to other issues within the lives of clients, including the legal system.

***OBJECTIVE 4** – Employee understanding and acceptance of wellness is promoted*

Wellness refers to physical, emotional and spiritual well-being. While individuals must personally commit to wellness, the organization can support the process through creating an environment in which employees are more likely to accept wellness as an integral part of daily operations. Thus, the Department is responsible for promoting and ensuring access to wellness opportunities while employees have the responsibility for participating and improving their well-being.

Key Actions for 2006-07

- Continue to implement the Wellness Action Plan.
- Continue to offer and promote the Wellness Challenge, a co-ordinated health and safety promotion, throughout the year.

What are we measuring?	Where are we starting from?
Under development	Under development

For More Information

The plan provides information about what we hope to accomplish in the coming year. If you have any questions or comments, or would like additional copies of the plan, we invite you to call (306) 787-7872.

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www.cps.gov.sk.ca

Visit our website to find out about:

- Our submission to the Commission on First Nations and Métis Peoples and Justice Reform
- The Regina Auto Theft Strategy
- 2003-04 Corrections and Public Safety Annual Report
- Adult Corrections and Young Offender Services
- Protection and Emergency Services
- Licensing and Inspections
- 2005-06 Corrections and Public Safety Performance Plan